

# CHAPTER 7

*from City of the New South*

## Durham

### major development Components

*“Change is not made without inconvenience, even from worse to better.”*

*- Richard Hooker*

# D

## evelopment Trends

The *Desired Framework Plan* shown on page 61 incorporates and responds to a number of significant development trends that have been occurring in Durham over the last decade.

The positive trends have resulted in projects that individually generate activity but have not collectively created a critical mass that can support ongoing and future redevelopment. The less positive trends have resulted in further disinvestment and deterioration. In order to most effectively capitalize on past investment and to fulfill the principles inherent within the framework plan (see chapter six, *Development Framework*), four distinct, but inter-related, major development components were identified during the planning process.

These development components are critical steps in the fulfillment of the framework diagram because they:

- Respond to and capitalize on development trends,
- Serve as activated links between established activity centers or districts, and
- Serve as significant catalysts for additional development activity.

### Development Trends in Durham

Restaurant and retail/entertainment uses are succeeding in former tobacco warehouses that now comprise Brightleaf Square.

Adaptive reuse housing adjacent to this activity center is coming to fruition.

The current Downtown street network is a development impediment. In particular, Main Street is not fully functional as a one-way street.

More on-street and off-street parking is needed.

Regional rail will stimulate new Downtown development opportunities.

Hotel development has been strong in Durham, yet the Civic Center still struggles to compete for events because of a lack of nearby hotel rooms.

Tourism is a growing industry in Durham.

Smaller properties within 'the loop' are difficult to redevelop because of code issues, deteriorating conditions, and marketability.

The locations of County facilities have been focused east of Roxboro; however, the need for approximately 500,000 square feet of new space and ongoing County facility planning will significantly impact Downtown development dynamics.

Repeated proposals for the reuse of the former American Tobacco complex have yet to come to fruition.

New development around the ballpark, and the new stadium itself, have been successful.

The demand for housing in Downtown is very strong.

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In addition, as outlined on the following pages, these development components have the further benefit, if appropriately implemented, of:

- Reinforcing a compatible, well-connected mix of uses,
- Increasing density and activity,
- Creating buildings, spaces, and streetscapes that are pedestrian-friendly,
- Creating distinct centers and edges linked by clearly defined and well-designed, pedestrian corridors,
- Accenting Durham's historic architecture,
- Creating gateways into the core of Downtown, and
- Removing barriers that isolate areas of Downtown.

The four major development components are:

- **Civic and Arts District (CAD),**
- **City Center,**
- **County Expansion, and**
- **Development Bridge/Bull Durham District.**

A discussion and details of each are outlined below. Other development activities that will become more viable as a result of the initiative of the Major Development Component are outlined in chapter eight, *Support Development*.

## Civic and Arts District (CAD)

Planning for the Civic and Arts District, an area around the Civic Center roughly bound by Great Jones on the west, Morgan on the north, Rigsbee on the east, and Chapel Hill on the south, was based on the market study finding that Durham has the potential to capitalize on additional convention and tourism activity if appropriate facilities are provided. The primary obstacle to capturing this activity is the fact that the Downtown area has only one-quarter the number of hotel rooms within a one mile radius as are typically needed for a facility the size of the Civic Center. By creating development opportunities for greater hotel presence in Downtown, the stimulus could be provided to add 20,000 to 40,000 square feet of additional meeting space.

In addition, within this area, a number of existing, but underutilized resources would benefit from a redevelopment effort. Durham Centre is currently isolated from core area activity because of the scale of Morgan Street and the ground level design that places parking along the street edges. The plaza in front of the Carolina Theater has also been singled out repeatedly during discussions with the public as an underutilized, and even misplaced, asset. Creating an expanded activity center around the theater, the Civic Center, and Durham Centre could help to reactivate the public plaza space.

This northwest corner of 'the loop' area also has the potential to be a significant gateway to Downtown, particularly once the multi-modal facility is developed at the Walker Warehouse. This gateway, however, should provide as seamless a transition as possible between Brightleaf and the core area to reinforce the idea that both areas are 'Downtown.' Participants in the planning process suggested that Brightleaf is 'not in Downtown,' however, the walking distance between Great Jones Street and Gregson is less than three blocks. As the CAD is reconfigured in the future, it must be done so in a manner that reduces the perceptual distance between Brightleaf and the core area.



*The Durham Arts Council is one of several major anchors within the Civic and Arts District.*

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*Preliminary CAD hotel site options*

In considering potential development approaches within the CAD, the planning team utilized the following three strategies:

- Identify sites for potential new hotels,
- Improve pedestrian quality and streetscapes,
- Develop 'gateway civic district,' and
- Identify opportunities for public art and support of the arts community.

Three potential hotel sites were considered (see diagrams at left) to the north, east, and west of the Civic Center. The criterion for site consideration was primarily close proximity to the Civic Center.

The north option proposed an overhead connection from the Civic Center to an upper floor of Durham Centre and would reprogram some of the building for hotel use. This option also could support the original idea of a second tower at this site by improving connections to it and introducing a mix of uses. It also involved the strategy of reconfiguring some of the parking that faces Morgan Street for retail uses in an attempt to activate the street level of the block. This option offered limited expansion potential for the Civic Center and would significantly impact views to the Carolina Theater.

The east option proposed the incorporation of the block bound by Foster, Morgan, Rigsbee, and Chapel Hill into the Civic Center 'campus.' This expansion would also allow the Durham Armory to be more strongly integrated into Civic Center functions and could allow the Armory to be better utilized. A potential L-shaped hotel development pad could be created on the block between Foster and Rigsbee. The hotel could be linked with the Civic Center via an underground or overhead walkway. Although this option could allow for greater consolidation of 'civic' uses, the likelihood that the difficult hotel site could be successfully developed affected its viability.

The option that was the most well-received with the community was the proposal to find potential hotel sites west of the Civic Center. By closing Morris Street between Morgan and Chapel Hill, direct connections to the Civic Center can be made. This proposal also allows for the reconfiguration of the Morgan-Great Jones intersection in such a manner that the presence of 'the loop' is minimized and connectivity to Brightleaf is enhanced. Although the ultimate implementation of this strategy would require the removal of the South Bank building, the opportunity to create a strong relationship to the multi-modal facility, to bring the civic area closer to Main Street, and to create a significant visitor orientation and destination point made this option the most compelling of the three proposals. The South Bank building was categorized as 'intrusive' in the Durham City-County Planning Department's Downtown Durham Historic District Preservation Plan.

As more detailed planning progressed, two distinct design alternatives emerged. Both options were based on the following design and development concepts:

- Minimize the gap between Brightleaf and the core area,
- Create a new gateway to the core area,
- Simplify the intersection of Chapel Hill and Main Street, and
- Create a landmark and signature identity for the Civic and Arts District.

The major difference between the two options is the treatment of the Chapel Hill and Main Street intersection. Currently, this intersection is able to function properly because of the one-way traffic direction on Main Street and Chapel Hill; however, once those streets are converted to two-way traffic, the intersection becomes much more problematic because of the odd angle of convergence of the streets. The geometry of the intersection does offer the opportunity for unique architectural solutions; however, the accommodation of safe and efficient vehicular traffic must be made. Both design approaches would result in similar types of uses and amounts of new space.

#### **Elements of the Proposed Civic and Arts District Development Area**

270,000-400,000 s.f. of office space  
45,000-95,000 s.f. of other commercial/retail space  
215,000-450,000 s.f. of hotel space  
2.5 acres of new open space  
500 parking spaces



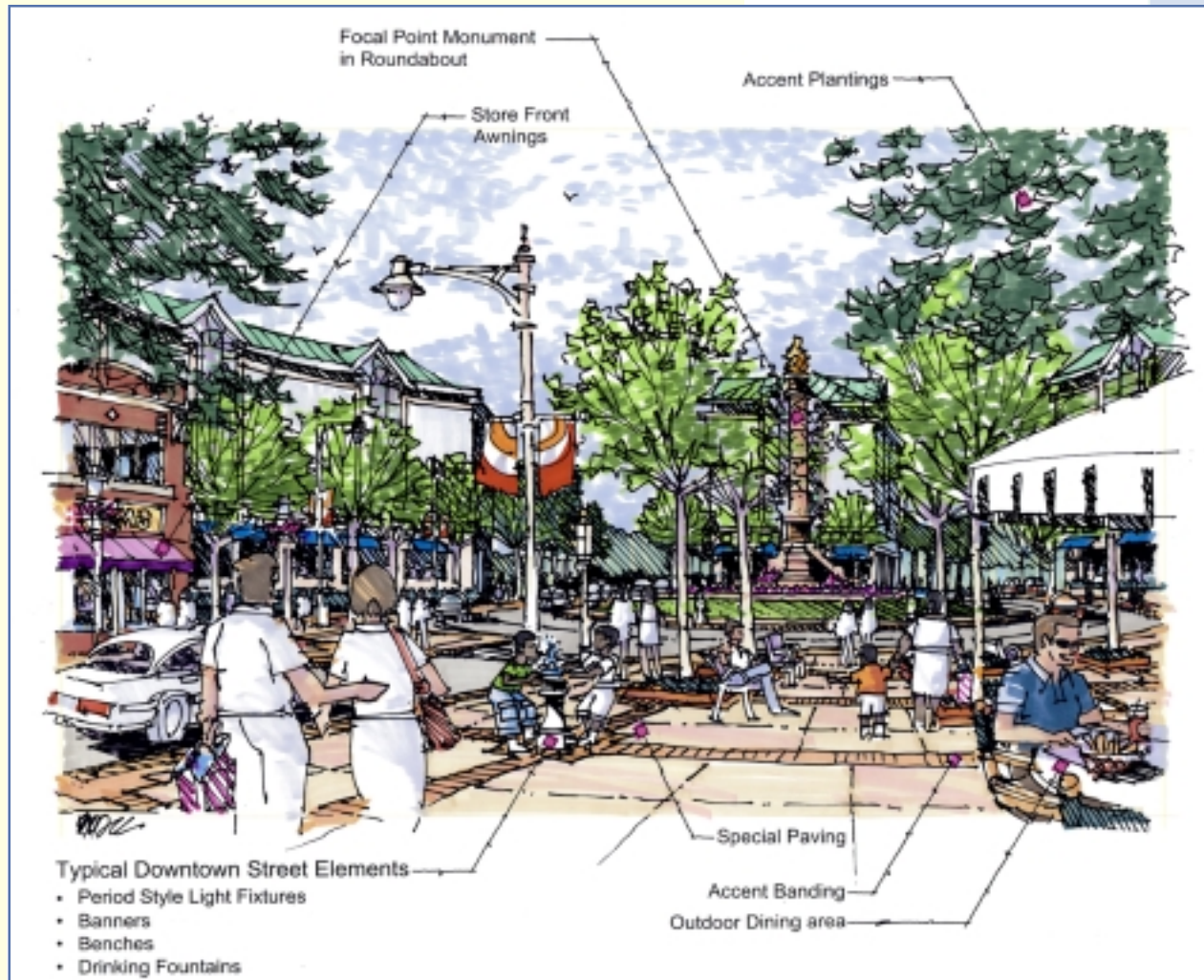


*Civic and Arts District Design Option A, illustrative plan*

### Option A

Option A proposes a major new circular public open space at the Main Street-Chapel Hill intersection. This space would be created by the introduction of a traffic circle which would eliminate circulation problems caused by the geometry of the intersection. Such a traffic circle would also reinforce the symbolic importance of this historic gateway to Downtown.

Commercial, institutional and residential buildings, in addition to a new convention hotel and meeting areas, would surround the open space. This plan would use the newly-designed prominent buildings to create a backdrop for views into the core from westward approaches. They would also provide an 'enclosure' for the public space and provide opportunities for outdoor dining adjacent to the plaza. Multi-story crescent-shaped towers would form the northern and western edges of the plaza with hotel, meeting, retail, and restaurant space. A mix of retail and restaurant space would be concentrated at the base extending from the plaza to Morgan and Great Jones Streets to enliven the space. The interior of this two- to three-story base could house structured parking for up to 500 cars. This mix of uses at the street level would add activity and vibrancy to the uniquely designed space.



*Civic and Arts District Design Option A, illustrative sketch*



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*Redevelopment of the Civic and Arts District could transform the 'Five Points' intersection.*

The crescent-shaped towers could be linked above by enclosed pedestrian walkways to allow the buildings to function as a major facility of hotel rooms and meeting spaces that could significantly affect the competitiveness of the Civic Center. These walkways would allow for vehicular traffic below on both Main Street and Chapel Hill. East bound traffic on Chapel Hill could pass around the traffic circle and turn right onto Main Street, onto a continuation of Chapel Hill, or onto Main Street at the east side of the circle to head west. West bound traffic on Chapel Hill would travel around the circle to head back to the east on Main Street. West bound traffic on Main Street, however, would be able to immediately head east on Chapel Hill via a turning lane east of the traffic circle.

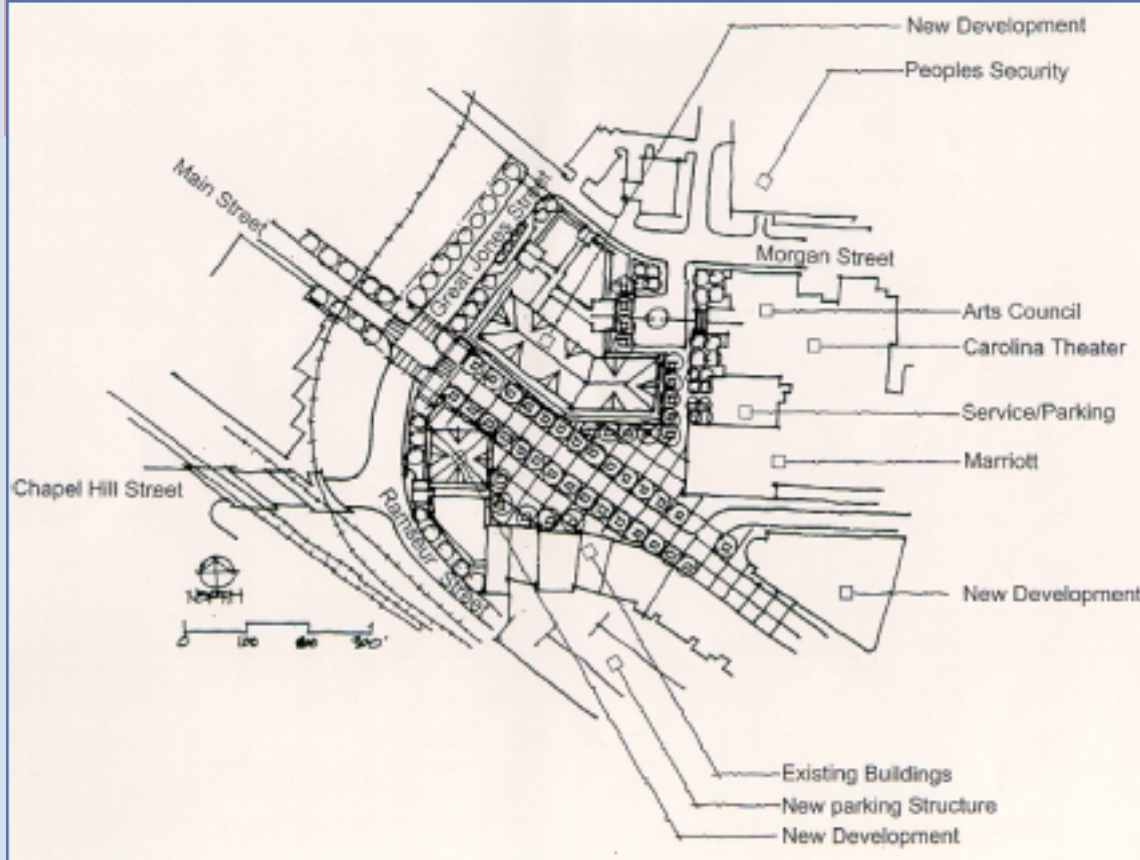
The area needed to allow for vehicular traffic and significant open space within the center will impact existing structures. The four end buildings on the south side of Main Street would most likely have to be removed for this design option to succeed. While these structures are not noted as pivotal in the Downtown Durham Historic District Preservation Plan, they do represent buildings that are part of a continuous block face and are in reasonably good condition. The proposal does include the addition of new structures of the same scale and character at the end of the row of the existing buildings on Main Street. A new multi-story parking deck would be constructed south of the existing buildings on Main Street and would serve multiple destinations within the Civic and Arts District and the City Center.

In addition, the circular plaza is intended to provide the City the opportunity to celebrate or memorialize an important aspect of the community's history. The redesign of the intersection to create a public 'celebration' space will require an exceptional quality of design and attention to detail. If the space becomes nothing more than a concentration of vehicles, then the goal of improving connections to Brightleaf will be compromised. If appropriately designed, this signature space could be a major activity generator that effectively links the west end to the City Center and ties the multi-modal facility more directly to the Civic and Arts District.

An alternative to this design option is shown at right. This variation introduces a semi-circular plaza space north of Main Street so that Chapel Hill could be continued eastward with a slight bend northward to intersect with Main Street at a ninety degree angle. This option would retain all buildings on the south side of Main Street for rehabilitation. Although thru-traffic on Chapel Hill would not be eliminated, the direct connection would be interrupted by a turn onto Main Street and another turn off of Main Street to reconnect with Chapel Hill. This option compromises the compelling design of the full circle scheme somewhat to achieve a balance between design and traffic circulation.



*Civic and Arts District Alternative Design Option A, illustrative plan*



*Civic and Arts District Design Option B*

## Option B

Option B is distinguished by its proposal to eliminate thru-traffic on Chapel Hill Street. This design alternative would introduce substantial public plazas on either side of Main Street at the former intersection of Chapel Hill. The resultant traffic pattern would allow east and west bound travel on both Main and Chapel Hill; however, west bound traffic on Chapel Hill would be required to make a right turn onto Main Street. Accordingly, east bound traffic on Chapel Hill would be required to stop at Great Jones, turn left, travel north approximately 500 feet in order to make a right onto Main Street to continue heading east. East bound traffic on Main Street would then have the opportunity of continuing on Main Street or making a left to continue east on Chapel Hill. The resulting roadway geometry allows the retention of the four buildings at the extreme west end of Main Street that would be difficult to retain in Option A.

The feasibility of this interruption of a larger traffic circulation system will have to be studied further; but this design alternative does create a more seamless connection between Brightleaf and the core area. Great Jones Street would be reconfigured to connect with Morgan Street at a ninety degree angle which creates a larger development parcel than would otherwise be realized. The architecture along Main Street can then be situated and designed to provide a more continuous block face that can serve as a backdrop for an inviting streetscape that will encourage pedestrian traffic between Brightleaf and the core area, rather than inhibit it.



## Reinforcing the Arts

Although opportunities to support the arts and to highlight works of art should be developed throughout Downtown, the location of the Durham Arts Council and the Carolina Theater lay the foundation for a strong arts community presence in the CAD. The design options present the potential to create grand civic spaces that can be enriched through the introduction of public art.

The idea that the arts is an integral piece of Downtown Durham's 'civic' district is an important distinction for the City to make. Such a statement can reinforce the City's commitment to the overall quality of life of Downtown.

Small towns and cities throughout the country are finding that supporting the arts community is beneficial to the revitalization goals of the locality. Recently, smaller cities with a lack of funding have shied away from large-scale arts projects and found creative means to finance small-scale, incremental projects. Support for the arts has included renovations of old schools for artist space, 'percent-for-art' programs, and tax incentives developed to encourage the establishment of art galleries and artists' studios. In some cities, building codes have been changed to allow live/work space for artists in unoccupied second- and third-story levels of downtown buildings.



*Civic and Arts District Option B, illustrative sketch*



The City Center of Downtown is the area immediately surrounding the Main and Blackwell-Corcoran-Foster intersection. It contains the most dense collection of buildings, not all of which are being fully utilized. Planning for this area tried to identify ways to capture some of the expected 72,000 square feet of potential annual demand in the office space market (see *Market Dynamics*, chapter five), as well as continuing to activate the street level so that strong links between districts are created. This is truly the heart or center of Downtown Durham, housing a collection of modestly-scaled buildings and historic structures. The most dominant element is the CCB Tower. Rather than match the scale of the CCB Tower, or compete with it, redevelopment in this district should focus on filling in gaps in the streetscape and bringing all of the buildings up to a design and occupancy level so that they all equally contribute to the character of the area. The planning team utilized the following strategies in determining an approach to development in this area:

- Replace underutilized buildings that have a negative influence on the character of the core area,
- Stabilize existing historic assets,
- Capitalize on residential development potential and reinforcement of a walkable downtown neighborhood, and
- Reinforce the history of 'Black Wall Street.'

**Elements of the Proposed  
City Center District Development Area**

1,300,000 s.f. of office space  
50,000 s.f. of other commercial/retail space  
2.5 acres of new open space  
1,400 parking spaces



In addition, this development component does introduce an expanded public park/plaza space immediately north of the CCB Tower. The realignment of Corcoran and Foster should be completed to maximize the amount of open space within this plaza. This space would be mirrored, although on much smaller scale, to the southeast at the corner of Main and Corcoran. This realignment can strengthen the streetscape at the location of key landmarks, such as the CCB Tower, by allowing wider sidewalks and street trees to reinforce the pedestrian link. The existing open space there could be expanded through the removal of the adjacent building to create a more balanced distribution of open space on either side of Corcoran. These open spaces can function as focal points for pedestrian wayfinding along the Foster/Corcoran/Blackwell connection between Central Park and the Durham Bulls ballpark.

An appropriate east edge of Corcoran Street is an important element that will impact the success of the redevelopment of this district. The existing TQ Business Complex and parking deck are targeted for replacement by a building with street-level storefronts housing activities such as restaurants that can spill out onto the plaza and ensure an attractive pedestrian environment on both sides of the corridor. Consideration should be given to reconfiguring the building that will front the open space between Parrish Street and Main Street so that an entrance is created on the building's west elevation fronting onto Corcoran. This would allow for potential incorporation of the open space into the building use or, at a minimum, some visual interest and activity to be experienced rather than a plain side wall of a building. A consistent street-wall that creates an active and permeable edge with shops and cafes spilling out along this pedestrian corridor will help to reinforce this second major pedestrian circulation spine that will link Central Park to the baseball park.



*CCB Plaza in the City Center; illustrative sketch*

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*The City Center is characterized by intimate streets lined with modestly-scaled buildings.*

These open spaces on both sides of Corcoran are critical to the creation of a comfortable pedestrian spine; because, unlike Main Street which has a scale that is more comfortable to pedestrians, Corcoran will be a wide thoroughfare with substantial amounts of vehicular traffic. With the successful completion of infill redevelopment and renovations, the existing patchwork of disconnected sites will be transformed into a much more consistent and even collection of buildings with active storefronts.

This infill approach to redevelopment is extended eastward to incorporate sites at Mangum and Main, Mangum and Parrish, and along Church Street. The primary focus of this strategy is to increase the density of activity and remove surface parking along street edges. Surface parking could be replaced with structured parking in the middle of the block between Parrish and City Hall Plaza, Church and Mangum. Infill development would consist of two-to three-story structures consistent with the current scale of the area. Retail and some offices are envisioned at street level and additional office space with some residential units on upper floors.

In addition, new development pads are created to the north of the Judicial Building that could accommodate structures of three- to four-stories. The existing three-story First Union building would be replaced in this plan. The structure was categorized as 'intrusive' in the Downtown Durham Historic District Preservation Plan prepared by the Durham City-County Planning Department.

The infill and new development should stimulate redevelopment of underutilized real estate and stabilize existing historic assets in the area. The potential of institutional investment to the south of this development area could serve as the major driver of growth. The resulting general enhancement and attractiveness of the area could also set the stage for attracting larger corporate tenants to the area.

Development in the Center City District is viewed as a five-year development program and should be implemented concurrently with the Blackwell/Corcoran/Foster realignment project. The balance of the development will unfold over the next ten to fifteen years and will likely require the stimulus of Durham County investment in Downtown office space.

### **'Black Wall Street'**

The existence of buildings on Parrish Street that were part of 'Black Wall Street' are an incredibly important part of Durham's history. No other city can boast the story that unfolded along this corridor. The development strategy for the City Center is reliant on the successful stabilization of these buildings with its focus on building retention.

The stabilization and activation of these architectural resources is the first step toward capitalizing on their worth; however, a greater opportunity exists in their programming potential. Developing a destination that interprets the history of the corridor and its importance to the City is an important recommendation of this master plan. The 'destination' could take shape in a number of ways, from a walk-of-fame approach with sidewalk medallions to a museum or black business research/support center. As the heart of Downtown, the City Center must more effectively highlight this resource.



*City Center illustrative site plan*

## County Expansion

### Elements of the Proposed County Development Area

up to 350,000 s.f. of new office space for County use  
30,000 s.f. of new office space for private use  
up to 150,000 s.f. of renovated/leased space for County use  
1,250 new structured parking spaces

Other features: appropriate end to Church Street & 'bookend' for Trinity Church; opportunity to create building with significant stature across from library; overhead above the railroad tracks walkway linking north and south areas.

Durham County government is likely to be a major developer of Downtown real estate during the next five to ten years. How and where it develops will have significant influence on future development decisions in the Downtown area. Currently, the County is a major tenant and landholder in the area east of Roxboro Street. It is in this area that a number of County social service agencies are located that have an impact on the east-side neighborhood's connectivity to the center of the city. The County leases nearly half of the space occupied by its offices and is in need of additional space. The need for up to an additional 500,000 s.f. of space, including a 200,000 s.f. Judicial Center, is being discussed as part of a master planning process for County offices.

An expansion of this magnitude can be a boon to a downtown of Durham's size. This amount of investment can be catalytic if new construction or renovation is located strategically. The County's development decision could serve to revitalize currently dormant commercial blocks as well as to enhance the overall Downtown design theme.

As part of this master plan, three sites were identified for potential new construction of County-targeted facilities:

- a new development pad created by reconfiguring the inefficient traffic connector (Roxboro to Morgan) just southwest of the Holloway-Roxboro intersection,
- at the foot of Church Street immediately west of the County offices on Main Street, and
- south of the detention facility east of Mangum.



In total, these three sites could accommodate up to 350,000 square feet of new space for the County and other office users. Additional space needs for County offices could be absorbed in existing buildings that are not currently fully utilized:

Durham Centre (300 Morgan) – 13,300 s.f. avail./6.5% vacancy  
Nations Bank Building (123 W. Main) – 6,000 s.f. avail./13% vacant  
The Studio Center (401 Foster) – 4,000 s.f. avail./63% vacant  
Venable Building (502 E. Pettigrew) – 8,800 s.f. avail./42% vacant  
Wachovia Bank (201 E. Main) – 62,118 s.f. avail./94% vacant

*(occupancy information provided by Downtown Durham, Inc. as of July 1, 1999)*

This master plan recommends such a scattered site approach rather than a concentrated single site approach. Determining the detailed logistics, such as costs and operations, of scattering County facilities was not a charge of the master planning team; however, discussions with County officials indicated that this approach has merit. By scattering its employees throughout what is a very compact and walkable Downtown, County investment could catalyze other investment. As office space is filled, other vacant or underutilized properties become candidates for renovation rather than the economic and visual detriments that they are today. Additional services such as restaurants may also become more viable in a larger area of Downtown as opposed to concentrating County employees in one place.

Of the three County-targeted development areas, the one south of the existing detention center is the largest and, therefore, may provide the greatest opportunity for the development of the proposed new County Courthouse facility. There is an obvious logic and functional benefit to locating the Courthouse within such close proximity to the detention center. Underground or above-grade walkways could be constructed to transport inmates back and forth between facilities.



*Potential County expansion around existing Detention Center*





*Potential County expansion along Church Street*



*Potential County expansion at the intersection of Roxboro and Holloway Streets*

Another benefit of this site for the Courthouse is that construction of a new building here could transform the perception of the area from 'the County jail' to the County Judicial Center. It is understood that final decisions regarding the Judicial Center will revolve around the likelihood of the Family Courts coming to fruition and other issues. There is adequate room to construct a new facility of the size needed and additional room at the southwest corner of Roxboro and Pettigrew to construct a new structured parking facility that could house more than 1200 cars. There is also the potential to provide an overhead walkway linking this south County complex to County offices adjacent to Main Street. Such a walkway could link the parking to the City Center area by spanning over Pettigrew Street, Ramseur Street, and the railroad tracks. Parking at this location could serve the Durham Bulls ballpark and other potential attractions at the American Tobacco complex or other sites south of the railroad tracks.

Church Street provides one of the most remarkable and, at the same time, one of the most disappointing vistas in Downtown Durham. Looking north one sees modestly-scaled storefronts (on the left) framing a view of Trinity Church; but looking south, one sees the ramped entrance to a parking garage. This area presents the opportunity to balance out those vistas through the replacement of the parking facility with a new office building and more appropriately designed and scaled parking structure. There is also an opportunity to infill the east side of Church Street with two- to three-story office and/or mixed-use buildings designed to respect the scale and character of Church Street.

The current roadway configuration near the intersection of Holloway and Roxboro utilizes nearly one-and-a-half acres of land to solve circulation problems created as a result of the one-way 'loop' system. This intersection is a candidate for reconfiguration that would create a new development site. This development site, across from the Public Library, could support a building of at least 60,000 s.f., depending on the building height. This site has the potential to become a signature gateway into Downtown, and the design of any new facility here must be sympathetic to the library, as well as nearby churches.

In order for Downtown Durham to capitalize on the investment and expansion activities of the County government, future decisions should be weighed against the following development objectives:

- Integration of the County area into Downtown in a manner that stimulates additional private investment,
- Enhancement of the design quality and characteristics of Downtown,
- Cost-efficient real estate investment that satisfies the County's short- and long-term goals,
- Improved efficiency of the County service delivery,
- Strategic real estate investment that helps to activate critical areas of Downtown.

## Development Bridge

Railroad transport was critical to the early development of Downtown Durham as initial development grew along the railroad line that runs in a northwest-to-southeast direction. Main Street was laid out to run parallel to and north of the railroad line. For the most part, development to the north of the railroad was of a smaller scale than that to the south. The resulting contrast in building scale and street character remains to this day and gives these two areas their own distinct characteristics and development opportunities. In addition, the railroad infrastructure significantly impacts the development potential of land on both sides of the tracks, as well as the ability of the distinct areas of Downtown to have a mutually beneficial relationship with one another.

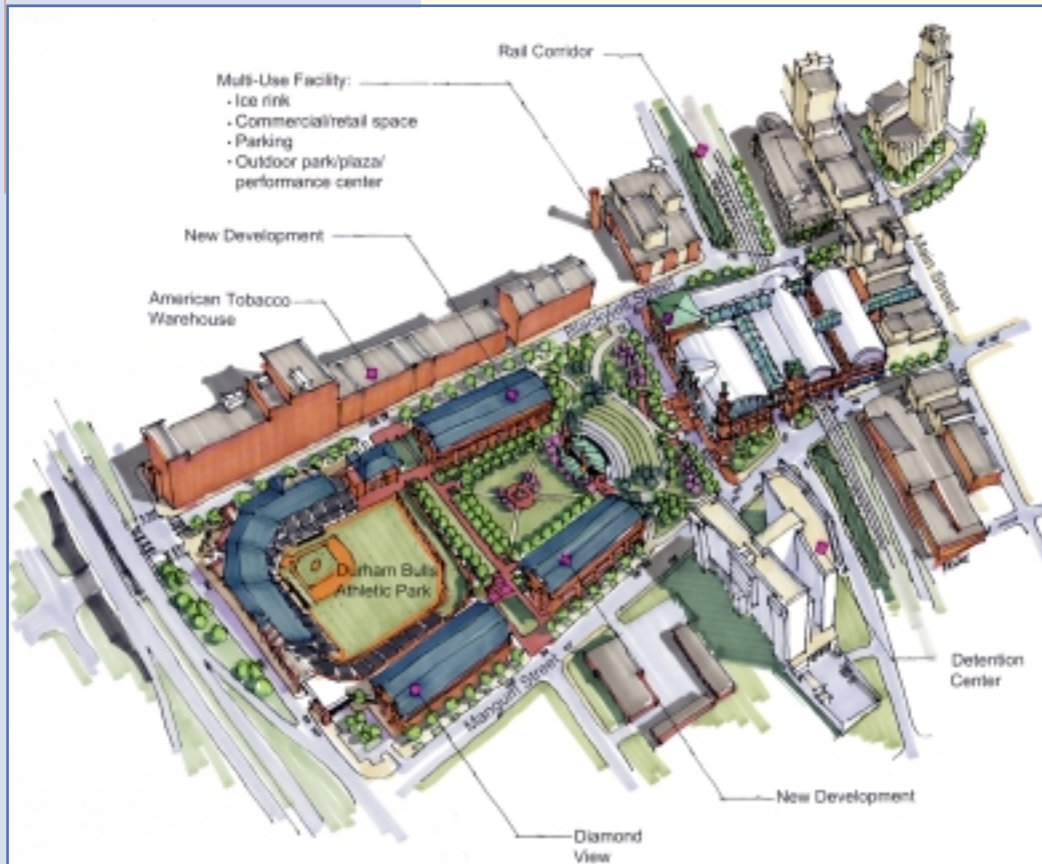


*Potential bridge development*

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*Development Bridge illustrative sketch*

In essence, the south end of Downtown is cut off from the core area which inhibits the core's ability to maximize the effects of the ballpark and other potential south end attractions, such as the American Tobacco site. With the introduction of additional passenger rail service at the proposed multi-modal facility, the rail corridor will grow by an additional three tracks. It is not just the railroad tracks, but also a significant grade change that impedes the pedestrian connectivity between the two areas. The difference in elevation between that of Main Street and Vivian Street is in excess of ten feet. This condition results in a substantial slope of the north-south streets and sidewalks and impacts visual connections from the south end into Downtown.

As a result of these conditions and because of the desire to improve the interconnectedness of Downtown, the master plan team examined three potential development approaches to this area:

- Identify opportunities to link the core area with the south end,
- Take advantage of the grade change,
- Develop uses over the railroad right-of-way.

The Master Plan team investigated a number of opportunities to bridge the railroad tracks between Mangum and Roxboro, Mangum and Blackwell, and Blackwell and Carr. It was determined that the optimal opportunity exists in the blocks between Mangum and Blackwell because of the few existing buildings in the area, the public ownership of a majority of the land (the current DATA site), and the opportunity to 'enclose' the Durham Bulls Athletic Park development on its north edge.



The resulting strategy for the development bridge proposes an addition to the rear of the buildings on Main Street between Blackwell and Mangum (Kress Building, et al) so that the 'front door' to the bridge can be accessed from Main Street. This element of the project is critical to maximizing the interconnectedness between districts. By entering from Main Street and moving up to the second or third floor, one would reach an elevation that would provide clearance over the railroad tracks. Building a bridge at this elevation would allow pedestrians to easily pass from Main Street to the upper level of a new structure that would occupy the block bound by Pettigrew, Mangum, Vivian and Blackwell.

This proposed new facility should offer multiple uses so that it can be perceived as friendly to public travel between the core area and the south end. The master plan proposes an indoor ice skating rink and potentially 100,000 square feet of new commercial/retail space within this structure. It also includes parking for approximately 1,000 cars by utilizing the space below the upper levels ('the bridge') of the new structure on Vivian.

This proposal introduces the opportunity for a new activity center with a concentration of mixed uses adjacent to the ballpark and the American Tobacco complex. The design solution, however, allows the facility to have two 'front doors'- one presenting a new face to the south and reflecting the character of the ballpark design and American Tobacco, and the other incorporating the historic fabric of Main Street and creating new use opportunities for those buildings.

To the south of Vivian, eventual development will be driven by the potential of expanding the type of office space offered in Diamond View; however, the master plan proposes the introduction of significant new passive open space in the interior of the block bound by Vivian, Mangum, Dillard and Blackwell. This approach, with the possible closure of Dillard Street, has the potential to more than double the perceived area of the Durham Bulls Athletic Park. The

#### **Elements of the Proposed Development Bridge Area**

180,000 s.f. of office space  
100,000 s.f. of other commercial/retail space  
1,000 parking spaces  
38,000 s.f. ice skating rink

other features: +/- 4acre park/open space including  
amphitheater or plaza, passive & active areas, dining  
courts, water features, walkways

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Chapter Seven: Major Development Components

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*“The people who are crazy  
enough to think they can  
change the world are the  
ones who do.”*

*- Apple Computer*

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replication of the Diamond View building flanking the open space will further ‘expand’ the area of influence of the ballpark and, by doing so, shrink the perceptual gap between the ballpark and the City Center. The potential buildings on either side of the open space, however, should introduce uses other than just office space. The ground floors, in particular, should be designed to incorporate outdoor dining, seating, plazas, etc. so that the space maximizes the potential of being a lively, dynamic gathering place not unlike the great public spaces and piazzas of Europe. In addition, the street edges should also present a similar type of character to avoid the creation of an internally oriented, self-contained space.

A directly comparable project that should be studied as a benchmark is the Washington State Convention and Trade Center in Seattle, Washington. This 1,200,000 square foot facility was built over Interstate 5 in the Seattle downtown hotel/business district. In addition to the convention center, the project includes a 400,000 square foot parking garage, 100,000 square feet of retail space and a community park. The entire project was completed for \$185 million in 1988.

Development bridges are common throughout the country wherever land costs justify the added expense of development. Often these developments are convention centers that need to be downtown. Cincinnati is expanding its convention center to span an interstate highway. The Charlotte Convention Center is located directly over a rail line. The line is planned to become a light rail line that will pass through the building. The new Mobile Convention Center on Mobile Bay spans railroad a line that once separated Downtown from the waterfront. As a result of the bridge development, a 500-foot waterfront promenade has been developed.



The development bridge will be a major undertaking for the City of Durham. Successful implementation of the development bridge, however, does not rest with the City alone. It will no doubt require a collaborative effort. Public/private partnerships have succeeded across the country in completing large projects with a community focus. Queensway Bay in Long Beach Harbor is a 300-acre, \$500 million entertainment complex that contains an aquarium, 2,000-foot esplanade, and 495,000 s.f. of retail/entertainment. The developer invested \$217 million and the City invested \$100 million from bond proceeds. Another example, the Regional Performing Arts Center in Philadelphia, contains a 2,500-seat concert hall and 650-seat theater. Of the \$245 million total cost, the state and city invested \$73 million.